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COMMUNITY PLANNING NEWS

F.D.C.'s Walter Bowker explaining the National Capital Plan. The model is readily accessible to all citizens on the ground floor of a building in the heart of Ottawa. Will every Canadian community use such a model? With this question in mind, the NEWS has asked Mr. Bowker for the article on pages two and three.

Walter Bowker de la C.D.F. expliquant le Plan capital national. La maquette, exposée au rez-de-chaussée d'un édifice au coeur d'Ottawa, est accessible à tous les citoyens. Toutes les villes canadiennes se serviront-elles d'une telle maquette? Tenant compte de cette question, les NOUVELLES a demandé à M. Bowker l'article sur les pages deux et trois.

NOUVELLES *d'Urbanisme*

The Model of the National Capital Plan

by Walter Bowker,
Director, Information Division, Federal District Commission

An eminent Canadian concerned for many years in the planning and re-development of his own city, and active as well in the national field, once remarked that in his experience community planning was "twenty-five per cent planning and seventy-five per cent publicity". What he meant was that planning projects, no matter how well designed, or how desirable, require public support, and public support can only come from public knowledge and understanding.

The National Capital Planning Committee, the honorary advisory body to the Federal District Commission on the preparation and implementation of Jacques Gréber's long-range plan for the development of our National Capital, was well aware of this, and long before details of the Master Plan were made public, began to prepare a comprehensive program of public information designed to acquaint not only residents of the Capital area, but of all parts of Canada with the nature and purposes of the project.

Films and literature, the press and radio were, of course, used, but the most effective article available to the Committee for information purposes was the large scale model of the central parts of Ottawa and Hull showing in miniature the Capital of the future. The model was made the centerpiece of a large exhibit of maps, plans and photo murals which was sent out on a tour of the larger cities of Canada in 1949. It was displayed in eleven cities before the outbreak of the Korean War put an end to the tour.

The model, built at a scale of one hundred feet to the inch and 18 feet square, was not made primarily for publicity purposes. Actually it was constructed as a part of Gréber's official Report, (Plan for the National Capital of Canada, 1950). It displays, in most graphic and comprehensible form, his proposals for the central area.

Harmonious colouring and the realistic appearance of buildings, streets, trees and natural features, make it a unique and fascinating example of the model-maker's art. It has always been an outstanding public attraction and never fails to impress visitors from other lands. Many thousands of Canadians have seen the model on tour, and the result, as might be expected, is a very considerable public interest in the project to create a beautiful and dignified Canadian Capital.

The use of the model is by no means confined to personal examination by visitors, although its three-dimensional qualities make it the easiest and most effective means of explaining the Master Plan. It is displayed in company with maps, plans, charts and large photos, particularly aerial obliques. Use of the latter with a companion photo of the model of the same area and from the same angle, conveys information in a very easily comprehended "before and after" form.

The same technique applies to visual aids – for films and for lecture aids. Hundreds of illustrated lectures on the Plan have been given in practically every part of Canada, and 35 mm. colour slides of the model, with matching aerial photos, are a basic part of the program. The model is also most useful for television purposes, and for newsreel and still news photos. As new Master Plan projects are designed – such as, for example, the new National Library, or the "Queensway" – the first conversion of railway right-of-way to arterial roadway – they are put on the model and then photographed for news releases. The photographs not only show the new project, *but show it in relation to its surroundings.*

Because of its effectiveness in arousing public interest in planning the model has been of particular interest to authorities in other cities, and has in fact led to model construction elsewhere, though not, so far as is known, on the same scale.

The National Capital Plan model came about when the writer, a few months after returning to civilian life in 1945, and in the capacity of a liaison officer of the National Film Board, interviewed Jacques Gréber with a view to persuading him to have a model of his plans made by the now defunct Displays Division of the NFB, instead of by the model makers of his native France. The work began shortly afterwards, and was completed in 1948. The model was made in nine sections, averaging about four by six feet. The original base was wood and Ten-Test, with built-up cardboard and plaster contours and features. All the buildings are made of solid wood. The horizontal scale is accurate at 100 feet to the inch, but the vertical scale is exaggerated in order to give the miniature city the necessary "natural look".

After six years, during which the model travelled thousands of miles in heavy packing cases, the plaster and tempera surface deteriorated, and the "city" has since been rebuilt on a solid wood base.

One of the greatest problems is keeping the model up to date, not only with new Master Plan projects and revisions to original plans, but with commercial buildings and residences. The last building to be added was Ottawa's new City Hall on Green Island, and if Ottawans won't be able to see their new municipal building in reality for a while to come, at least they can see it in miniature in its surroundings.

The large model is not the only one in the possession of the Federal District Commission. A model staff is constantly at work making models of individual projects for study purposes, and when plans are given final approval, these too will be placed on public display in the Information Division of the FDC in the Daly Building in Central Ottawa.

Maquette du Plan Capital National

par Walter Bowker,
directeur, Service de l'Information, Commission du district fédéral

Un Canadien éminent intéressé pendant de nombreuses années à l'embellissement et au réaménagement de sa propre ville tout en prenant une part active aux affaires de la nation, a dit un jour que, d'après son expérience, l'urbanisme comprenait "25 p. 100 de planification et 75 p. 100 de publicité". Il entendait par là que les projets d'urbanisme, quelque bien conçus et opportuns qu'ils soient, ont besoin de l'appui public, et cet appui ne peut leur être accordé que si le public les connaît et les comprend.

Le Comité d'aménagement de la Capitale nationale, qui fait office d'organisme consultatif auprès de la Commission du district fédéral pour la préparation et la mise en oeuvre du plan à longue portée d'aménagement de notre Capitale nationale conçu par Jacques Gréber, était parfaitement conscient de cet aphorisme et, longtemps avant que les détails du plan directeur fussent connus du public, il commença à élaborer un vaste programme d'information publique destiné à renseigner non seulement les habitants de la région de la Capitale, mais également ceux de toutes les parties du Canada, au sujet de la nature et des buts du projet.

Le moyen le plus efficace utilisé par le Comité pour renseigner le public a été la maquette à grande échelle des parties centrales d'Ottawa et de Hull reproduisant en miniature la Capitale de l'avenir. Cette maquette a constitué le coeur même d'un immense étalage de cartes, plans et photos qui ont fait le tour de toutes les grandes villes du Canada en 1949. Cet ensemble a été exhibé dans onze villes avant que la tournée ne fût interrompue par la guerre de Corée.

La maquette, construite à l'échelle de cent pieds au pouce et qui mesure 18 pieds de côté, n'a pas pour but principal de faire de la publicité au projet. En fait, sa construction constitue une partie du rapport officiel Gréber (Plan de la Capitale nationale du Canada, 1950). Elle représente, sous une forme graphique très facile à comprendre, les travaux d'aménagement suggérés par l'auteur dans la région centrale.

L'harmonie des couleurs et l'apparence réaliste des édifices, des rues, des arbres et de la topographie, en font un exemple unique et fascinant de l'art du modeleur.

Des milliers de Canadiens et visiteurs étrangers ont vu la maquette lors de sa tournée et il en est résulté, comme on pouvait s'y attendre, un intérêt considérable de la part du public dans le projet de création d'une Capitale canadienne magnifique et digne de la nation.

La maquette n'a pas été construite à seule fin d'être admirée par les visiteurs qui la regardent, bien que, par ses trois dimensions, elle constitue le moyen le plus facile et le plus efficace d'expliquer le Plan directeur. Elle est exposée au milieu de cartes, de plans, de graphiques et de grandes photographies, dont certaines sont prises à un angle oblique du haut des airs. Ces dernières sont accompagnées des photos des mêmes endroits, mais prises à même la maquette et du même angle, et il s'en dégage une opposition frappante entre l'apparence de la Capitale nationale, "avant" et "après" les travaux d'aménagement.

On s'est servi de la même technique pour les éléments visuels, c'est-à-dire les films et les vues projetées au cours des conférences. Des centaines de conférences avec projections sur le Plan ont été données dans à peu près toutes les parties du Canada, et des vues de 35 mm en couleurs du modèle, alternant avec des photos aériennes correspondantes, font partie intégrante du programme. La maquette est très utile également pour fins de télévision, ainsi que pour des actualités filmées et des reportages photographiques. A mesure qu'avance l'élaboration des projets du nouveau Plan directeur—par exemple la nouvelle Bibliothèque nationale ou encore le "Queensway", autoroute qui empruntera l'emprise ferroviaire actuelle—ces nouveaux éléments sont incorporés dans la maquette puis photographiés pour fins d'utilisation dans les cinéreportages. Les photographies non seulement représentent le nouveau projet, *mais elles le situent dans son cadre naturel.*

A cause de la curiosité grandissante chez le public pour l'urbanisme, la maquette a été d'un intérêt particulier pour les autorités d'autres villes, et, en fait, elle a donné lieu à la construction d'autres maquettes ailleurs, quoique, croyons-nous, ces dernières ne soient pas d'une si grande envergure.

La maquette actuelle du Plan de la Capitale nationale a vu le jour lorsque l'auteur, quelques mois après son retour dans le civil en 1945, en interviewant Jacques Gréber à titre d'officier de liaison de l'Office National du Film, chercha à le persuader de faire faire une maquette de ses plans par la Division des étalages (aujourd'hui défunte) de l'ONF, au lieu d'en confier le travail à des modeleurs français. Le travail, commencé peu après, fut terminé en 1948. La maquette comprenait neuf sections mesurant en moyenne environ quatre pieds sur six pieds chacune. La base originelle était faite de bois et de Ten-Test, sur laquelle s'élevaient les contours et autres éléments faits de carton-pâte et de plâtre. Tous les immeubles sont faits de cubes de bois. L'échelle horizontale est exactement à 100 pieds au pouce, mais l'échelle verticale est exagérée dans le but de conférer à la ville miniature "l'apparence naturelle" nécessaire.

L'un des problèmes les plus difficiles c'est de la garder à jour, non seulement en y incorporant les nouveaux éléments du Plan directeur et les retouches faites aux plans originels, mais en y insérant les édifices commerciaux et les résidences. Le dernier immeuble à y être ajouté a été l'hôtel de ville d'Ottawa situé sur la *Green Island*, et même si, pour un certain temps à venir, les citoyens d'Ottawa ne pourront voir dans leur ville leur nouvel immeuble municipal, au moins pourront-ils l'apercevoir en miniature à sa place dans la maquette.

Les maquettes sont exposées à la Division du Service de l'information de la Commission du district fédéral, dans l'immeuble Daly, au centre même d'Ottawa.

Mental Health and City Growth

Discussion at United Nations

At the United Nations headquarters on March 11th, a meeting was held to examine the relationship between the rapid growth of large cities and the incidence and possible prevention of mental illness and serious emotional disturbances. The meeting was organized by the World Federation for Mental Health and presided over by Dr. G. Brock Chisholm of Canada, former Director-General of the World Health Organization.

The United Nations concern with problems of urbanization was outlined in statements by Mr. Gustavo Martinez-Cabanas, Deputy Director-General of the U.N. Technical Assistance Administration and Miss Julia Henderson, Director, U.N. Bureau of Social Affairs.

Dr. John R. Rees of London, England, Director of the World Federation for Mental Health, pointed out that in our changing world, efforts to raise the standard of life for people in less privileged countries lead to improved communications, mechanization and industrialization. With these changes, there arises especially in the minds of young people a phantasy of opportunity and happiness which draws them to the cities, oftentimes with unhappy results of frustration and stress. Psychosomatic and psychiatric illness increase and physical, mental and social well-being are endangered.

Mental Health: the Major Unsolved Problem of the Western Countries

"Urbanists, psychiatrists and social scientists", said Dr. Rees, "must get together to prevent some of these ill effects. In Lima, Peru, for example, the excellently planned housing project for the mass of country folk coming to the city has demonstrated a marked drop in the incidence of illness, alcoholism, addictions of various kinds, and delinquency. Mental ill-health is the major unsolved problem of the overprivileged western countries. For the rapidly developing cities of Asia, Africa and Latin America, it is futile to wait until treatment services can be developed on an adequate scale. Prevention is the only sane program."

Dr. Margaret Mead, president of the World Federation for Mental Health and assistant curator of the Museum of Natural History of New York City said, "Urbanization from the mental health point of view means asking questions like: what does it mean for the mental health of an individual to grow up in a modern city, to move to a modern city, to live in an environment which is in transition from a traditional city to a modern industrial city. It means looking at city planning in terms of the patterns of living which those who will move into it have already acquired, testing new plans against older patterns and also considering what new patterns will develop from the new styles of city planning."

"We ask how to make an urban environment intelligible enough and different enough from a rural environment so that a rural man can move into a city and leave behind him those ways of life which are incompatible with city life, garbage dumping, keeping domestic animals in his own living space and using the street as a sewer, and yet find new ways of dealing with sanitation, for example, which he can recognize and take on at once."

Building Cities and Rearing Children—for Change

"How can children be reared in a city so that they will remain whole human beings, capable of living – when need be – in the country, on a frontier, at sea, or perhaps in a satellite. This means the provision of space in which children can play, of unfinished or wooded areas which they can explore, of types of boundaries between the city and country which permit experience with an appreciation of the land, animals, the sky. It means also a type of child-rearing which will enable children to tolerate the pressures of continuous contacts with strangers and which will equip individuals to find companionship among many strangers, rather than depend upon the ready-made contacts of the small rural kinship group of the village. It means the provision of services which will replace the neighbor's garden and the neighbor's kitchen, where a child may be left or a pat of butter borrowed, and the neighbor come in to care for a child, nurse the sick, or prepare the dead for burial. Street by street, house by house, room by room, urban planning should be assessed in terms of what it does to human beings, as children, as workers, and in their leisure hours."

"Cities should be built for change, with large amounts of uncommitted space, in the public sections and in private houses, with provisions for changes in family size, for the greater play space needed by the young, and the safety needed for the very old. If we are to move millions of people from old cities into new cities, and from rural areas into urban areas, the way in which the new urban areas are constructed becomes one of our most potent instruments for facilitating the change, for communicating new ideas of health and education and responsibility, and for conveying to those who live within them an expectation of man's increasing ability to control his environment and plan for his future."

The City as the Effective Physical Environment of Man

Dr. Eric Beecroft, Director of the Community Planning Association of Canada, reviewed some current Canadian studies related to this problem and concluded by pointing out: "Making our cities habitable for human beings is the most difficult task for our democratic society in the next generation. In both the physical and social planning of our North American cities, we are lagging dangerously behind the pace of urbanization.

"This is a task for inter-group citizen action and for inter-professional teamwork on a vast scale. Six conditions – all very difficult for us in view of our present habits – must be fulfilled as speedily as possible.

"First, we must think of the city itself – not the dwelling, or, even the neighbourhood – as the effective physical environment of man. Both our social and our physical planning must be based on the urban region.

"Secondly, we must support urban planning as the biggest and most important democratic task of our time. The encouraging effect of this city planning will be

that, in doing it, we will automatically remedy one of the worst frustrations of man in his new environment – the problem of how to acquire a sense of participation. This is the remedy for apathy and for negativism which now characterizes the attitudes of people toward local government.

"Thirdly, we must revise our municipal boundaries which are obsolete. Our governing and planning machinery must be regional, if we are to enable voters and officials alike to look squarely at the problems of urban growth.

"Fourthly, in order to concentrate on the city – seeing it whole – a revolution is needed in both our professional and our lay attitudes. Good city planning is interprofessional teamwork, supported and guided by intelligent citizen action. And the citizen action itself must be on an inter-group basis. We are too specialized today in our philanthropic, welfare and remedial efforts to attack the basic problem of adapting the city to serve human needs. The wholeness of the human being must be kept in mind at all times.

"Fifthly, we must make the social sciences as purposeful as are the physical sciences. If democratic urban planning is to do its work, there must be the same intimate rapport between social scientists and Government, between social scientists and all those responsible for action, as there now is between the physical sciences and industry.

"Lastly, the complexity of the task of urban planning is such – and the factors so complicated and the possible solutions so various – that we shall need to practise more earnestly than ever before the two great democratic virtues of tolerance and plain speaking."

Mental Health and Our Cities

a current reading list for Canadians

The Canadian studies quoted or mentioned by Eric Beecroft in the panel discussion at the U.N. are the following:

Leonard Marsh: *Rebuilding a Neighbourhood.* Published by the University of British Columbia, 1950.

Albert Rose: *Adequate Housing: Does it Make Better Citizens?* Proceedings of the Canadian Conference on Social Work, 1954. Reprinted in leaflet form by C.P.A.C. in June 1954.

The University of Toronto Round Table on *The Impact on Human Well-being of a Rapidly Evolving Industrialization.* Parts of the proceedings of the October, 1956 Round Table are published in the UNIVERSITY OF TORONTO QUARTERLY, January 1957, including the address by Sir Geoffrey Vickers and samples of the community "profiles" prepared as a basis for round table discussion: *Malton* and *Elliott Lake.*

Articles on Quebec appearing in the current (Vol. VII, No. 1) issue of the COMMUNITY PLANNING REVIEW, especially those of Jean-Marie Martin (*La Croissance Urbaine dans le Québec*) and Jean Cimon (*Le Cancer Urbain*).

Essais sur le Québec contemporain, J.-C. Falardeau, editor. Published by Laval University Press.

Everett Hughes: *French Canada in Transition.* Published by the University of Chicago Press.

John R. Seeley, R. Alexander Sim, Elizabeth W. Loosley: *Crestwood Heights.* Published by the University of Toronto Press.

Albert Rose: (to be published by the University of Toronto Press) an appraisal of the human results of the Regent Park low-rent housing project in Toronto.

Twenty Fellowships and Bursaries for Study in Community Planning and Housing

Public Works Minister Robert Winters announced recently that Federal financial encouragement to students of community planning and housing is to be provided through 20 fellowships and bursaries to be awarded by Central Mortgage and Housing Corporation for the academic year 1957-58.

In making the announcement, Mr. Winters stated that urban expansion had created an urgent need for people qualified in community planning. The purpose of the awards is to stimulate interest in planning as a profession in Canada in view of present needs and future requirements of governments at all levels for expert guidance in urban development.

The awards, which are being provided under Part V of the National Housing Act, include two senior fellowships for applicants with professional experience in city planning or residential development. These will be awarded to persons who wish to undertake special studies or research and who are qualified to make an original contribution to the knowledge of planning or housing in Canada.

Fifteen fellowships of $1,200 each are offered to graduates of recognized universities in the social sciences, architecture or civil engineering who wish to take professional training in community planning. The fellowships are tenable at universities which offer community planning courses (McGill, Toronto, Manitoba and British Columbia). Applicants must meet the academic requirements of the university they choose and be prepared to undertake a prescribed course of study.

Three bursaries of $800 each are available for graduate students who wish to undertake special studies of housing or urban development other than in established planning courses.

Vingt bourses d'études en matière d'urbanisme et d'habitation

L'honorable Robert Winters, ministre des Travaux publics, a annoncé récemment que le gouvernement fédéral accordera une aide financière aux étudiants en matière d'urbanisme et d'habitation, en leur accordant par l'entremise de la Société Centrale d'Hypothèques et de Logement, 20 bourses d'études pour l'année académique 1957-58. Le but de ces bourses est de stimuler l'intérêt dans l'urbanisme au Canada en tant que profession, pour répondre aux besoins présents et pour satisfaire les exigences futures des gouvernements à tous les niveaux en ce qui concerne les spécialistes en aménagement urbain.

Ces bourses comprennent deux bourses d'études avancées pour les postulants qui possèdent une expérience professionnelle dans l'aménagement des cités ou dans la construction résidentielle. Elles seront accordées à des personnes que l'on croit capables d'apporter une contribution originale aux connaissances que l'on possède déjà au Canada en matière d'urbanisme et d'habitation.

Quinze bourses universitaires de $1,200 chacune sont offertes à des diplômés d'universités reconnues en sciences sociales, en architecture ou en génie civil, qui désirent recevoir une formation professionnelle en urbanisme. Ces bourses donnent droit à leurs bénéficiaires de poursuivre des études aux universités suivantes: McGill, Toronto, Manitoba et Colombie-Britannique.

Trois bourses d'études de $800. Chacune sont offertes à des étudiants diplômés qui désirent entreprendre des études spéciales en matière d'habitation ou d'aménagement urbain sans s'inscrire au cours de formation professionnelle en urbanisme.

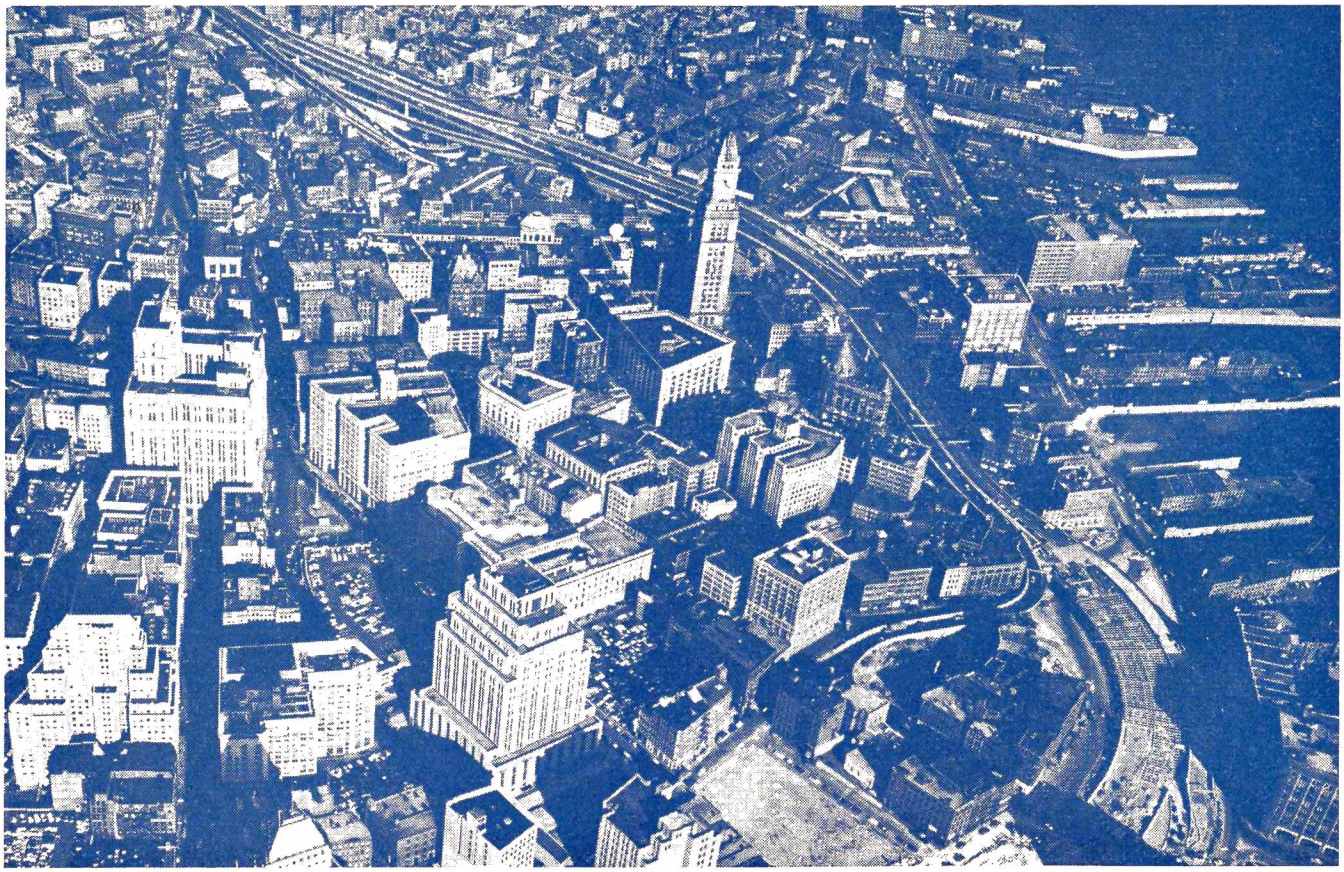
Throughways

When this Association participated in the publication of the *Short Statement* of the Toronto Urban Renewal Report an illustration of the projected Don Valley Parkway was used as a frontispiece. We have recently had the opportunity of reading a report on traffic problems in Metropolitan Montreal prepared by the St. Lawrence Municipal Bureau. These are the two most recent occasions on which our attention has been directed to the proposed construction of expressways or throughways in our cities. The Montreal report sets out the traffic problem in straight-forward and unambiguous words and goes on to suggest a large scale construction program of throughways to be implemented by a Metropolitan Special District Authority. The report examines in detail the responsibilities and finances of such an Authority and puts forward a suggestion that legislation be prepared along the lines of that under which the Metropolitan Toronto road system is administered.

This is perhaps an opportune time to raise one or two aspects of the limited access throughway solution which appear to us to warrant rather more attention than they have had in many cities in both Canada and the United States. In the first place, throughways take up a great deal of land. They form very strong physical barriers dividing the city into segments. It is most important that a regional throughway system should not be imposed upon an area without very close co-ordination with a regional plan, for if this correlation is omitted, the effects of the throughway system on the social life of the city could be disastrous. Furthermore, unless integrated with the City Development Plan, the opportunities which such large scale public works afford for urban renewal activities may well be overlooked.

Secondly, the detailed design of the throughway system should be re-examined. These throughways are well engineered and access to them is limited. They therefore draw traffic, as indeed they are intended to, from the minor streets and greatly increase the volume of traffic flow into and out of the city centre, but if these throughways are limited access they are also limited exit, and it is at the exits on to the existing street pattern that the possibilities of even greater congestion than at present, exist. Furthermore, because of the increased traffic flow, parking demand will increase very sharply. But the construction of the throughway will probably take a great deal of vacant land, some of which at least is now in use for car parking.

A limited access throughway is certainly, as the St. Lawrence Municipal Bureau says, "appearing in one form or another in most large cities everywhere" and it may well be that it is the solution of the traffic problem which its advocates claim. Writing about throughways in a recent edition of ARCHITECTURAL FORUM, Miss Catherine Bauer says: "The possibilities for good are magnificent; the possibilities for ill are appalling". It is suggested therefore, that the throughway idea be re-examined in order that the final detailed designs may take into account the very severe additional problems which construction will undoubtedly create. If this is not done, the situation will be as described by Miss Bauer when writing of Boston's new Central Artery loop throughway: "Estimates are that 85% of its traffic will use the loop to get into downtown, not come around it. Benefit – a swift ride above clogged surface streets to the heart of downtown. But at the destination? Congestion compounded!"



Central Artery Loop, Boston, "Congestion Compounded"

Photo, Maynard Clark

OPENINGS IN COMMUNITY PLANNING

TOWNSHIP OF TORONTO PLANNING BOARD, COOKSVILLE, ONTARIO. Senior Planner. Salary range: $5,000 to $6,000 per annum, depending on qualifications and training. ($2.7—one pound sterling). Qualifications: capable of designing subdivisions, housing layouts, site plans for shopping centres and other community facilities, in addition to large scale land use planning. A basic knowledge of road and traffic engineering most desirable. The post carries considerable responsibility; and may involve some Public Relations work. Undergraduate training in Architecture, Engineering or a related field with post graduate training in Planning and some experience required, although other combinations would be considered. Applications should be submitted by Air Mail, giving details of education, training, personal data and the names of two references to: M. J. Bacon, B.Arch., M.C.D., A.R.I.B.A., A.M.T.P.I., A.M.T.P.I.C., Director of Planning and Secretary-Treasurer, Box 430, Cooksville, Ontario. (12-57)

LETHBRIDGE DISTRICT PLANNING COMMISSION, ALBERTA. Director of Planning. Salary: dependent on qualifications and experience. Qualifications: Degree in Planning, Architecture, Civil Engineering or related field, plus at least two years of experience in planning; or alternatively, at least five years of experience in a responsible position in a Planning Office. Experience in regional planning will be considered an asset. Applications to include information regarding age, education, experience, present salary, salary expected, earliest date available, and the names of two persons who could provide relevant references as to the professional ability of the applicant. Apply: The Lethbridge District Planning Commission, City Hall, Lethbridge, Alberta. (2-57)

CITY OF EDMONTON, ALBERTA. 3 Planning Assistants. Salary: $3,315 — $4,750 per annum, according to experience. Canadian or British qualifications and at least two years experience desirable in Planning, Architecture or Engineering. Duties: Preparation of detailed subdivision plans, compilation and analysis of basic data required for the preparation of the Development Plan. Studies in connection with subdivision or highway design. Apply: W. R. Brown, Town Planner, City Hall, Edmonton, Alberta. (16-57)

CORPORATION OF THE CITY OF OTTAWA, ONTARIO. Planning Engineer. Salary: $6,852 — $7,692. Qualifications: Degree in Planning, Engineering or Architecture preferably with Masters Degree or other post-graduate studies in Planning, together with appropriate planning experience. Good public relations essential. Duties: Consider and process subdivisions, conduct land use surveys, prepare development plans, and assist in preparation and utilization of Official Plans. Conduct special surveys and prepare reports as required. (13-57)

Zoning Engineer. Salary: $6,852 — $7,692. Qualifications: similar to those outlined for Planning Engineer. Duties: prepare and analyze Land Use plans, prepare and process Zoning By-Laws and Amendments. Liaise with Planning Engineer on development plans and Official Plans. Prepare special reports as required. (14-57)

Jr. Planning Engineer. Salary: $4,812 — $5,832. Qualifications: degree in Planning, Engineering, or Architecture, preferably with City planning experience. Duties: Assist Planning Engineer in the processing of subdivision plans, and preparation of land use maps, development plans, special reports as required. Apply on or before May 1, 1957 to: Employment and Labour Registry Office, Room 117, Transportation Bldg., 48 Rideau Street, Ottawa, Ontario. (15-57)

CITY OF TORONTO PLANNING BOARD, ONTARIO. Senior City Planner. Salary: $6,397 to $9,061. May commence at a point above the minimum, depending on qualifications. Duties: to direct either (a) the Long-Range, or (b) the Current Operations Divisions, involving: (a) preparation and execution of study and research programmes leading to a City plan; (b) handling a wide variety of immediate planning problems: reporting on amendments to Official Plan and Zoning By-law. There is, in addition, a Division dealing with redevelopment projects. All Divisions contribute to the formation of city-wide planning policies. Qualifications: graduate in planning (and preferably also in a related field) with 5 years experience in responsible work. Apply in writing, as early as possible, giving full details and references to: Director and Secretary-Treasurer, City of Toronto Planning Board, 414 Bay Street, Toronto, Ontario. (11-57)

DEPARTMENT OF PLANNING AND DEVELOPMENT, PROVINCE OF ONTARIO. Zoning Administration and Research Personnel. Salary will be dependent upon length and character of Planning experience. Salary range for Assistant Planner — $4,050-$5,000, Planner — $5,000-$6,000. The responsibilities of the Department of Planning and Development in respect to zoning include the administration of provincial legislation, assistance of communities in preparing zoning by-laws as part of their planning programme, preparation of research studies and the dissemination of research material to planning boards and committees of adjustment within the Province. The applicant should have a university degree and at least 2 years responsible experience in planning. Part of the planning experience must be in the field of zoning administration and research. Apply in confidence with snapshot to: c/o A. Cameron, Province of Ontario, Dept. of Planning and Development, 454 University Avenue, Toronto, Ontario. (10-57)

METROPOLITAN TORONTO PLANNING BOARD. Assistant Planner, Grade II. Salary: $4,564 to $5,342. To conduct planning studies required for preparation of Official Plan of Metropolitan Toronto, and to assist local municipalities within the Metropolitan Area in the preparation of their local Official Plans. Qualifications: Considerable knowledge of city planning principles and practices and of planning legislation. Master's degree in City Planning or related field, or equivalent experience. Apply: M. V. Jones, Director of Planning, Metropolitan Toronto Planning Board, 133 Richmond Street W., Toronto 1, Ontario. (35-56)

CITY OF WINDSOR, ONTARIO. Planning Director. Salary: $6365-$8102. Degree in planning or related fields and 2 years or more experience in actual planning or administration of Planning Department or 5 or more years experience in planning. Experience in urban renewal preferred. Salary will depend on applicant's experience. Apply: J. B. Adamac, City Clerk, 149 Chatham Street West, Windsor, Ontario. (5-57)

COMMUNITY PLANNING BRANCH, DEPARTMENT OF MUNICIPAL AFFAIRS, REGINA, SASKATCHEWAN. Community Planning Advisor (Applied Sciences). Salary: $364-$459. Requirements: Preferably some experience in community planning and university graduation in Community Planning, Civil Engineering, or Architecture. If graduation is in Civil Engineering or Architecture, preferably supplemented by courses in Community Planning. Application forms available from Public Service Commission, Legislative Bldg., Regina, Saskatchewan, and should be submitted for immediate consideration. (4-57)

La rénovation urbaine — qui doit s'en occuper et comment

L'ARCHITECTURAL FORUM a publié en novembre 1956, un excellent article sous le titre ci-haut mentionné. Vers la fin de l'année 1956, l'Association a pu se procurer plusieurs réimpressions de cet article. Malheureusement, cette publication n'a paru qu'en anglais. Toutefois, il nous fait plaisir de publier les extraits suivants de cet article afin d'en indiquer le contenu. Des copies, en anglais, peuvent être obtenues de l'Association à 10 sous la copie et à réductions sur la quantité.

Une rénovation sur une grande échelle et de réelle importance ne peut même débuter à moins d'obtenir 1) l'appui énergique et actif des hommes d'affaires influents de la ville, et 2) une assistance compréhensive des organismes de communications de la ville – journaux, associations, clubs, églises et groupes régionaux, y compris les marchands, les propriétaires, les électeurs. Un urbaniste ou un maire ou une chambre de commerce ne peut tout faire seul.

La puissante poussée d'intérêt dans la rénovation aux Etats-Unis ne provient pas simplement d'une coïncidence soudaine d'esprit civique. Elle provient des faits évidents dans toute agglomération stationnaire; augmentation constante des coûts de distribution due à l'inefficacité des routes de circulation, perte d'affaires en faveur de la banlieue et des nouvelles villes, les maux de tête des manufacturiers, les mauvaises conditions de vie des employés. Ce sont là les raisons qui ont motivé les transformations à Pittsburgh, où les Mellons et autres banquiers et hommes d'affaires ont formé l'Allegheny Conference qui s'est mise à l'oeuvre en vue de nettoyer et de persuader le commerce à rester. Ce sont aussi les raisons qui ont motivé le Civic Progress, Inc. de Saint-Louis, association aussi renommée que la précédente. Ses 21 chefs se sont alliés au maire et ont patiemment dramatisé les besoins de rénovation pendant deux ans avant qu'il soit possible de soumettre au vote populaire une émission de $100 millions d'obligations.

Ce que les hommes d'affaires peuvent faire

Les hommes d'affaires doivent s'ingérer dans les organes du gouvernement dont le bon fonctionnement dépend des services à temps partiel de citoyens responsables: commission d'urbanisme, bureau de revision du zonage, office d'habitation ou de rénovation, commission scolaire, commission d'hygiène.

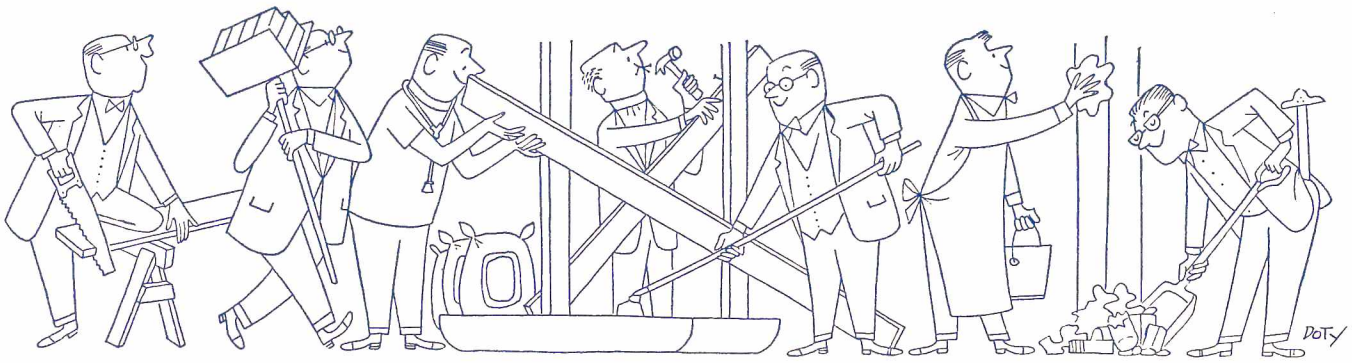
Ils doivent supporter publiquement les officiers locaux qui accomplissent du bon travail pour la chose publique. Ces hommes sont souvent attaqués par des groupes à intérêts spécialisés, et souvent leurs projets de grande valeur sont politiquement impopulaires. A moins que les chefs de la communauté ne donnent leur appui aux bons officiers, le gouvernement devient mou et timide et ses projets se limitent à ceux qui attirent le moins de critique.

Ils doivent aider à l'organisation d'un comité de citoyens pour la rénovation urbaine pouvant intéresser et grouper les nombreuses organisations et multiples intérêts de la ville et susciter une représentation générale des chefs de file.

Voici des exemples:

A Détroit, le "Detroit Tomorrow Committee" (Comité de l'avenir de Détroit), composé de 100 hommes d'affaires et de professionnels, accorde au Maire Cobo des conseils précieux et leur appui en vue de l'élimination des taudis, du redéveloppement du centre civique, de la réalisation de programmes de parcs. Les hommes d'affaires ont fait souscrire un fonds de $16 millions dit "Metropolitan Detroit Building Fund" pour le financement d'améliorations capitales de 43 organismes sanitaires, sociaux et récréatifs. La compagnie Citizens Redevelopment Corp., opérant sans profit, conçue par le banquier en hypothèques Walter Gesell et d'autres chefs de la ville (comprenant Walter Reuther de l'UAW), a fait souscrire un montant initial de $400,000 chez les industriels et les ouvriers, et a aidé à la réalisation du projet si longuement attendu de déblaiement et de reconstruction Gratiot-Orleans, couvrant 53 acres de superficie.

A *Cleveland*, la nouvelle conception urbaniste de Garden Valley permet d'étudier de près comment une rénovation peut être commencée et le rôle que peuvent jouer divers hommes d'affaires et professionnels. Il y a quatre ans, un journaliste du Plain Dealer dont tout le temps était consacré à la rénovation urbaine faisait rapport à l'éditeur Paul Bellamy que le redéveloppement ne commencerait jamais s'il n'avait l'appui solide de l'industrie et du commerce de la ville. A sa suggestion, Bellamy convoqua une assemblée de citoyens éminents, dont le maire, le président de la Chambre de Commerce et le président Elmer Lindseth de la Cleveland Electric Illuminating Co. Lindseth proposa un comité de développement, suggéra qu'il soit dirigé par John C. Virden qui était alors manufacturier de garnitures électriques et pré-



sident du bureau de direction de la Federal Reserve Bank de Cleveland. Lorsque le directeur d'urbanisme James Lister proposa un terrain industriel inutilisé de 247 acres appartenant à la Republic Steel comme étant le seul site disponible pour un projet d'habitation, le "Virden Committee" se forma en corporation sous le nom de Cleveland Development Foundation, un groupe d'industriels opérant sans profit, qui souscrivit un fonds rotatif de $2 millions pour ce projet et d'autres projets de rénovation. Travaillant de concert avec la Chambre et cinq présidents de compagnies, Virden lança une campagne en vue d'obtenir l'argent de quelque 100 compagnies. Thomas Patton de la Republic Steel obtint que sa compagnie vende le terrain au prix coûtant à la Foundation et remplisse un profond ravin qui le traversait. (La Foundation à son tour vendit le terrain à la Ville et récupérera son argent à mesure qu'il sera acheté par des constructeurs privés et par la Metropolitan Housing Authority). A. M. Higley, président d'une compagnie de construction, fit don d'études d'ingénieurs et de conseils en construction d'une valeur estimative de $25,000. L'avocat Seth Taft travailla à prix coûtant à titre de conseil de la Foundation, avec l'appui de M. Patton de Republic, qui est aussi avocat. Par l'entremise de Lister, le service d'urbanisme de la Ville a préparé les plans d'aménagement du site. Le président A. A. Stambaugh de la Standard Oil d'Ohio, a accordé un permis d'absence à son adjoint, Upshur Evans, pour qu'il devienne directeur de l'exécutif de la Foundation. Les hommes d'affaires étaient devenus tellement intéressés aux besoins de rénovation dans l'ensemble de la ville que l'éditeur Louis Selzer a voulu que l'urbaniste Ernest Bohn se présente à la mairie avec un programme de rénovation. (Bohn insista qu'il rendrait de plus grands services à la Ville en agissant comme expert en urbanisme et en habitation).

Ce que les marchands peuvent faire

Partout, les propriétaires de magasins ont un grand intérêt à ce que leur ville soit saine, spécialement le district des affaires du bas de la ville. Les contributions des marchands sont souvent dans leur propre intérêt, comme par exemple s'il s'agit de promouvoir la construction d'autostrades et l'aménagement d'espaces de stationnement dans le bas de la ville. D'autres, faisant preuve d'une appréciation plus approfondie des problèmes civiques, ont:

stimulé les organisations locales auxquelles ils appartiennent ou en sont devenus membres;

fait campagne pour obtenir du stationnement à la périphérie du centre de la ville, afin d'éviter que la circulation étouffe le coeur même de la ville;

organisé des concours régionaux parmi les architectes et les urbanistes, avec l'aide des services d'urbanisme de la ville et des chapitres locaux de l'AIA;

accordé de l'espace dans leurs montres et à l'intérieur de leurs magasins pour exposer ces projets et autres d'urbanisme et d'architecture.

La Commission d'Urbanisme de Montréal et ses Comités

par Georges-F. Séguin,
secrétaire général du Service d'Urbanisme de Montréal

See page 11 for English summary

Lorsqu'en 1941, le Conseil municipal de Montréal créait le Service d'Urbanisme, il créait en même temps le Comité consultatif du Service d'Urbanisme, autrement dit, la Commission d'Urbanisme.

En effet, le règlement décrétant la création du Service d'Urbanisme spécifie que ce Service se compose d'un directeur avec son personnel, et d'un comité consultatif formé d'au moins sept membres et de pas plus de quinze. C'est le Conseil municipal qui nomme les membres de cette Commission d'Urbanisme, dont font partie de droit le directeur du Service d'Urbanisme, le directeur du Service de Santé et le directeur du Service des Travaux publics ou leurs représentants. C'est aussi le Conseil qui nomme son président, qui doit nécessairement être un membre du Comité exécutif, ainsi que son vice-président. Le président actuel est M. C. Hugh Hanson, vice-président du Comité exécutif. La Commission d'Urbanisme peut s'adjoindre – et en fait s'adjoint – des conseillers techniques. Elle peut, en outre, organiser des conférences intermunicipales, prendre l'avis des services provinciaux et fédéraux intéressés et entendre les personnes et les organisations qu'elle croit utile de consulter ou qui désirent lui soumettre leurs observations.

Zonage

Il est entendu que toutes les questions qui ont trait directement ou indirectement au zonage sont soumises à la Commission d'Urbanisme. Qu'il s'agisse d'une simple permission spéciale, comme celle par exemple de permettre la construction d'une école ou d'une église dans une zone domiciliaire; qu'il s'agisse de la modification d'un règlement de zonage, rendue nécessaire pour corriger certaines anomalies ou pour suivre ou même devancer l'évolution phénoménale de notre ville, comme le règlement concernant le commerce des automobiles usagées dans les zones commerciales de la rue Lajeunesse, ou encore le nouveau règlement de zonage du boulevard Crémazie et du chemin de la Côte-Saint-Michel (boulevard Métropolitain) dans les limites de la Ville de Montréal; ou qu'il s'agisse d'une réglementation générale pour toute la ville, la Commission d'Urbanisme en est saisie.

Auparavant, toutefois, ces questions sont étudiées sous tous leurs angles par le personnel du Service d'Urbanisme, puis par le Comité du Zonage formé de membres de la Commission. Ce Comité du Zonage se rend sur les lieux dans la plupart des cas avant de faire rapport à la Commission qui n'est cependant pas tenue de rendre une décision dans le sens recommandé par ce Comité. Dès qu'une décision est prise par la Commission d'Urbanisme et qu'une résolution est adoptée, le directeur du Service d'Urbanisme fait rapport au Comité exécutif qui, s'il le juge à propos, soumet le rapport au Conseil municipal qui décide en dernier essor. Le nouveau règlement ou modification de règlement devient alors en vigueur dès que Son Honneur le Maire l'a signé.

Il va sans dire qu'un règlement de zonage, ou même une permission spéciale, n'est décrétée qu'avec l'assentiment —après étude par le personnel du Service d'Urbanisme— des conseillers du district concerné, du Comité du Zonage, de la Commission d'Urbanisme, du directeur du Service d'Urbanisme, du Comité exécutif, du Contentieux municipal, du Conseil municipal et du Maire de Montréal.

Il serait peut-être intéressant de savoir que dans 18 mois, c'est-à-dire du 1er avril 1955 au 1er octobre 1956, la Commission a rendu 431 décisions concernant des projets de règlements, d'ordre général ou non, des modifications de règlements, des permissions spéciales ou autres. Et ce, sans compter les questions qui ont été étudiées, mais pour lesquelles une décision n'a pas encore été prise.

Parmi les règlements d'ordre général au sujet desquels la Commission d'Urbanisme s'est prononcée depuis la nomination de M. Charles-Edouard Campeau à la direction du Service d'Urbanisme, mentionnons tout particulièrement les règlements concernant les escaliers extérieurs, les parcs de remorques d'habitation, les logements dans les sous-sols, les enseignes dans les zones domiciliaires, les clôtures de terrains, les antennes de radio et de télévision, les ateliers de réparation d'automobiles, les penthouses (autrement dit les appentis) sur les bâtiments de plus de quatre étages, les alignements de construction sur les rues et ruelles.

Mais le règlement d'ordre général le plus important, et en même temps le plus imposant, est présentement à l'étude par le directeur du Service d'Urbanisme et son personnel. C'est un unique règlement de zonage constituant la refonte des quelques 35 règlements de zonage actuels concernant tous les quartiers de Montréal. Evidemment, ce n'est pas un travail qui peut être complété en quelques jours, mais la Commission d'Urbanisme en sera saisie dans un avenir pas très lointain.

Comités

J'ai dit au début que la Commission pouvait former des Comités. De fait, en vertu des pouvoirs qui lui ont été conférés par le Conseil municipal, la Commission a créé, en plus du Comité de Zonage dont j'ai déjà parlé, un Comité pour la revision et la mise à date du Code du Bâtiment, autrement dit le règlement concernant la construction des bâtiments dans Montréal.

Au cours de ces dernières années, des changements considérables ont été apportés au Code National du Bâtiment, changements majeurs surtout dans le domaine des structures d'acier et adoptés depuis par plusieurs villes canadiennes.

Comme cette étude dépasse les responsabilités du Comité consultatif du Code du Bâtiment, la Commission, sur la recommandation du directeur du Service d'Urbanisme, a créé ce comité de revision et l'a chargé d'étudier et de recommander les modifications qui s'imposent à notre Code, en tenant compte surtout des revisions faites au Code National. Il va sans dire que ce Comité, formé d'ingénieurs, d'architectes et de constructeurs non rémunérés, n'a que des pouvoirs de recommandation à la Commission d'Urbanisme.

Un autre Comité a été créé, celui sur le Contrôle architectural. Ce Comité est formé des membres de la Commission qui sont ingénieurs ou architectes, ainsi que des représentants des écoles d'architecture des Universités de Montréal et McGill, de l'Association des Architectes, de la Corporation des Ingénieurs, et de l'Association des Constructeurs du Québec. Le président de la Commission et le directeur du Service d'Urbanisme font partie d'office de ce Comité, comme d'ailleurs de tous les Comités de la Commission, et c'est le secrétaire du Service et de la Commission d'Urbanisme qui agit nécessairement comme secrétaire de ce Comité et des autres.

Le Comité sur le Contrôle architectural est chargé en premier lieu de préparer un projet de règlement de base pour régir l'esthétique des bâtiments. Il revise les plans soumis pour la construction ou la réparation des bâtiments importants dans la ville, principalement sur les rues Dorchester et Sherbrooke ainsi que sur le boulevard Métropolitain. Il étudie en outre les règles pour le contrôle de l'esthétique des sites aménagés, principalement en rapport avec les grands développements domiciliaires; il étudie les mesures à être appliquées pour les zones en transformation, et enfin, revise les plans concernant les mesures d'art civique et la conservation des bâtiments historiques.

Le plus récent comité créé par la Commission d'Urbanisme est celui de la Restauration forestière. Celui-ci se compose de représentants de la Commission d'Urbanisme; des services municipaux suivants: Urbanisme, Parcs, Travaux publics, Circulation, Voie publique; et des services d'utilité publique suivants: Hydro-Québec, Compagnie de Téléphone Bell, Commission de Transport de Montréal, et Commission des Services électriques.

Le but de ce nouveau Comité consultatif est de formuler des recommandations à la Commission d'Urbanisme sur divers problèmes intéressant les plantations, la conservation et la protection des arbres, ainsi que sur des projets d'aménagement impliquant plantation, conservation ou protection d'espèces forestières.

Enfin, un autre Comité de la Commission qui, à prime abord, ne semble ni important ni compliqué, mais qui n'en cède en rien aux autres, c'est celui de la Toponymie.

Avant de choisir un nom pour dénommer une nouvelle voie, le Comité de la Toponymie doit en tout premier lieu s'assurer que ce nom n'a pas été donné ou même qu'il n'est pas similaire à une voie comprise dans la zone postale de Montréal, zone qui comprend, outre Montréal proprement dit, toutes les municipalités de l'Ile de même que celles en bordure nord de la rivière des Prairies et celles de la rive sud du fleuve. Et, soit dit en passant, il y a plus de 3,000 noms de rues dans le district postal de Montréal, ce qui limite énormément le choix de noms, surtout quand on sait que le Comité a pris comme politique de choisir autant que possible des noms qui ont trait à l'histoire du Canada, ou mieux à l'histoire de Montréal.

Depuis un an seulement, le Comité de la Toponymie a recommandé la dénomination de 35 nouvelles voies dans le quartier Mercier, et de plus de 50 dans le seul quartier Ahuntsic. D'ici deux ans, il devra choisir au moins une centaine de nouveaux noms dans les nouveaux développements prévus dans ces mêmes quartiers Ahuntsic et Mercier, sans parler de celui du Domaine de Saint-Sulpice, dans le quartier Villeray.

Et ces nouveaux noms, choisis par le Comité de la Toponymie, devront, comme tout autre règlement ou modification de règlement, être approuvés par les conseillers concernés, ratifiés par la Commission d'Urbanisme, et, sur rapport du directeur du Service d'Urbanisme, recommandés par le Comité exécutif au Conseil municipal qui les adopte officiellement. Si un de ces chaînons s'objecte pour une raison ou pour une autre à une dénomination, le Comité n'a qu'à chercher un autre nom et recommencer la procédure.

The Montreal Planning Commission and Its Committees

Summary of the article by Mr. Georges-F. Séguin, Secretary-General of the City Planning Department

The City Planning Commission of Montreal consists of a Director with his staff and an advisory committee of not less than seven members and not more than fifteen. The Chairman of the Commission, who must be a member of the City's Executive Committee, is appointed (as are all the members) by the City Council. The actual Chairman is Mr. C. Hugh Hanson, Vice-Chairman of the Executive Committee.

In 18 months (from April 1st 1955 to October 1st 1956), the Commission has rendered 431 decisions concerning proposed by-laws, amendments to by-laws, special permissions, and other matters. Five Committees are at work:

(1) Zoning Committee. Every question related to zoning is studied by this Committee before being submitted to the Commission.

(2) Committee for the Revision of the Building Code. Many changes are made in the National Building Code, and the Montreal Building Code is modified accordingly.

(3) Committee on Architectural Control. The main aims of this Committee are to prepare a basic by-law governing the aesthetics of buildings and to examine proposals relating to civic art and the preservation of historic monuments.

(4) Committee for Forest Restoration. The aim of this Committee is to advise the Commission on problems concerning planting, conservation and protection of the trees.

(5) Committee on Street Names. This Committee has given names, in a single year, to 35 new streets in one ward, and more than 50 in another. Within two years, more than 100 names will have been given to new streets.

Renewal — A Continuing Process

We are all subconsciously aware of the fact that the city is never exactly the same for two consecutive days. As we go about we see that buildings are erected, old buildings are pulled down or renovated, new streets are opened and new trees planted. To this continuous change we owe much of the delight which can be taken in the city, for change is one of the measures of its vitality. In North America there is an increasing awareness of the need for something more than continuous change. There is realization that some of our central districts are decayed to a point where they cannot be rehabilitated but must be redeveloped in a comprehensive way. The results of redevelopment are beginning to be seen in Canada and there is more striking evidence in many of the cities of the United States. But all these are first generation redevelopments and it may not be always realized that comprehensive redevelopment, like day to day change, can be a constantly recurring operation. Readers may be interested in the following extract from "Thoughts and Thoroughfares" in Blackwood's Magazine published in London in 1825.

> "An entirely new and magnificent chain of buildings, forming a street parallel with New Bond Street, surpassing that far-famed avenue in point of splendour and threatening to equal it even in point of extortion, was destined to supersede those ancient and unsavoury passes, Swallow Street and King Street, which ran drawling side by side from Oxford Street to Piccadilly. The cut direct, from Marlborough Street to Hanover Square – which one always wished to make "on the place", with one's foot – for you could see through the house in Argyle Street that forced you to go a quarter of a mile about – has been made: horse and foot pass freely.
>
> The changes in the neighbourhood of Pall Mall and the Italian Opera House are the most complete and extraordinary. That special abode of filth and infamy, St. James' Market, and the avenue leading from it, into which the back doors of the theatre used to open, called Market Lane, all the houses, with the population of fleas, low prostitutes, thieves and hackney coachmen, that infested them, has disappeared; and the ground is re-covered by a range of taverns, coffee-houses and arcades, some of them the gayest and most highly accustomed in the kingdom.
>
> The liberties of rats were left hopeless by that one cut from St. James' Square (called Charles Street) to the Haymarket Theatre, which forms about the only fine *point de vue* that we have to such a building in the Metropolis. Men now dine off plate and drink champagne upon the very spot of earth which Israel Chapman, the resurrection-man, once occupied as a stable, and from which he retailed out the subjects, piece-meal, which he abstracted from the ground, over and above, now and then, an odd one (or suspicion wronged him), which had never gone through the formality of being put into it.
>
> At the opposite corner of the Haymarket, where the works are yet in progress, translations of a still more marvellous character await us. Here to the abasement for ever of all "Whitcomb Street", the ancient Hedge Lane, St. Martin's porch becomes visible almost from the gates of Carlton Palace. Yonder, the Fives Court, and all its tumble-down dependencies, seems waiting only for the mouldering of wax and parchment to be as things that "were" and not regretted.
>
> The star of the Green Yard twinkles! Club-houses bestride the alleys of Suffolk Street, in which coals and candles *à l'aimable*, used to be brought and sold. Panton Street and Oxenden Court tremble at the prospect of their own approaching respectability, and the furious march of architectural reform (this must be the reform "from without" that the Whigs in Parliament have so often talked about), the strides of cleanliness and parochial improvement, threaten almost to open a reputable passage into Leicester Square".

It would seem that the passing of 130 years has not changed the social evils of slum living nor the eager aspirations of those who set out on the difficult path to create the city beautiful out of contemporary squalor.

Book Briefs

Shopping Centres Re-studied (Part One — Emerging Patterns) by J. Ross McKeever, Technical Bulletin No. 30 of the Urban Land Institute. 1200–18th Street, N.W., Washington 6, D.C. 78 pages. February 1957. $5.00.

Other Technical Bulletins of the Urban Land Institute on shopping centres previously issued were Nos. 4, 11 (out of print) 12 and 20. In March 1955 an additional bulletin on "Shopping Habits and Travel Patterns" was also published. This new publication covers a re-study of planning principles and development policies. Buying habits, market analysis, site evaluation and planning, architectural designing and leasing and financing are some of the subjects covered in Part One. Part Two will contain statistical and illustrative analyses of shopping centres which are in operation or scheduled for construction soon.

Counter Attack. Edited by Ian Nairn. Architectural Press, 9-13 Queen Anne's Gate, London, S.W.1. 1956. 81 pages.

This book is a reprint of the December 1956, Special Number of the ARCHITECTURAL REVIEW and is the sequel to **Outrage** published in the same manner in June 1955 (see review in COMMUNITY PLANNING REVIEW Volume VI, No. 3).

It attempts to show how the problems presented in **Outrage** can be overcome and how modern life can be brought to terms with landscape. It sets forth four basic stages for visual planning. The first step is to identify the type of environment in question and give each its proper system of remedy; second, to remove the clutter and obtrusive elements; third, to keep all the elements of the scene related to one another, and fourth, to conceal those elements which cannot be removed or brought into conformity.

The final chapter of the book attempts to translate the principles of visual planning into administrative terms, so that an attitude of positive rather than negative planning may emerge.

International Action in Asia and the Far East. Housing, Building and Planning No. 9 (formerly Housing and Town and Country Planning). United Nations Publication. Available in Canada from The Ryerson Press, 299 Queen Street West, Toronto. 130 pages. 1956. $1.25.

'The purpose of this publication is to show how pooling of resources and co-ordination of international activities brought about the United National Regional Seminar on Housing and Community Improvement in Asia and the Far East. The seminar took place in New Delhi, India, from 20th January to February 17th, 1954 concurrently with other significant international events in these fields. The major importance of the seminar lies in the fact that, under the sponsorship of the United Nations, a broad program for international action in housing, building and physical planning was conceived and carried out in a specific area containing half of the world's population and undergoing at the present time great economic, social and technological changes as a consequence of its industrialization and urbanization.'

A Civic Survey and Plan for Edinburgh, by Sir Patrick Abercrombie and Derek Plumstead. Oliver & Boyd, Ltd., Tweeddale Court, Edinburgh, 1, Scotland. 104 pages.

The Report consists of the Civic Survey and The Plan as two essential features set side by side. It contains 16 full colour folding maps of surveys and 9 showing the proposals.

Pennsylvania Planning Laws. Municipality Authorities Act. Publication No. 12G of *Planning Powers and Procedures for Pennsylvania Communities* (see COMMUNITY PLANNING NEWS Nos. 3, 4 and 6, 1956). The Bureau of Community Development, Pennsylvania Department of Commerce, Harrisburg. 19 pages. 1956.

This publication contains the entire text of the Pennsylvania Municipality Authorities Act as last amended.

Housing Building Planning. An International Film Catalogue. United Nations, Department of Economic and Social Affairs, New York. 246 pages. May 1956. $2.50 U.S.

The material in this very valuable catalogue was first collected in 1951-52 by the Social Commission of United Nations, in collaboration with international and national professional organizations.

Due to higher priority of other projects the production of this catalogue was postponed until late in 1955. The information at hand was however brought up to date wherever possible. It is noted that while there are a great many films listed on housing and building, there are relatively few dealing with planning.

Location and Space Economy by Walter Isard. Published jointly by the Technology Press, Massachusetts Institute of Technology and John Wiley & Sons, Inc., 440 Fourth Avenue, New York 16, N.Y. 350 pages. December 1956. $8.75.

A general theory relating to industrial location, market areas, land use, trade and urban structure.

Freedom of the American Road (reprint). A Digest of the major articles appearing in Freedom of the American Road. 15 pages. Available from Ford Motor Company of Canada, Limited, 120 Bloor Street East, Toronto.

Contains a condensation of the more than 40 articles which appear in the 120 page book.

Migration Probabilities, by Gunnar Kulldorff and **An Analysis of Automobile Frequencies in a Human Geographic Continuum** by Reino Ajo and **Population Trends and Urbanization in Sweden 1911-1950** by Gösta Ahlberg. The Royal University of Lund, Sweden. Lund Studies in Geography Nos. 14, 15 and 16. 1955-1956.

Downtown Vancouver 1955-1976, Report 1, 106 pages, illustrated. $5.00.

Downtown Parking Problem, Report 2, 63 pages, illustrated. $2.50. (Local orders should include 5% Provincial Sales Tax.)

The two Reports listed, together form the first part of the City of Vancouver twenty year Development Plan. The program of work for the Development Plan is divided into eight parts, starting with the Downtown area and following with studies of industry and commerce and subsequently of residential aspects of the plan. The reports are to be interlocking and the final plan will depend on the completion of the whole program of work.

The Report on Downtown Parking gives recommendations affecting Zoning, Customer and Worker Parking, Costs and Financing and the Design of Parking Structures in the Central Business District. These recommendations are dovetailed into the broader planning recommendations made in the Downtown Vancouver Report which also cover such vital aspects of city growth as Land Use, Traffic, Civic Design, Redevelopment Areas and Public Improvements.

All proposals involving public expenditure are shown on a twenty year Development Program which is divided into three periods or phases of one year (to round out the current five year plan), five years and thirteen years respectively. Broad estimates of cost are made for all the proposals in each of the three periods. These programmed proposals will be re-examined at five year intervals thus ensuring flexibility and a constant review of the cost estimates.

These two reports are indications of the very comprehensive planning techniques now being used in this major Canadian city and their companion volumes will be awaited with great interest.

Copies are available from City Planning Department, 453 W. 12th Avenue, Vancouver 10, B.C.

Notes for the Guidance of Those Seeking Acceptance of Housing Layouts

A Comment

NOTES FOR THE GUIDANCE OF THOSE SEEKING ACCEPTANCE OF HOUSING LAYOUTS *has just been published by Central Mortgage and Housing Corporation. The reasons for the publication of these Notes at this time, and some explanation of the principles contained therein, are examined in the following note which we are publishing by the courtesy of C.M.H.C.*

Satisfactory arrangement of houses and streets in a project is important to everyone concerned with housebuilding — the builder, the buyer, the mortgage lender and the community. The value of houses is increased by a well-planned neighbourhood; they are more desirable to homeowners; and the area is a greater asset to the municipality than a project marred by slipshod layout.

As the Federal agency concerned with the promotion of improved housing and living conditions in Canada, and as the underwriter of loans made under the National Housing Act, Central Mortgage and Housing Corporation has long had an interest in housing layout.

Some years ago, at the request of builders, the Corporation began the practice of reviewing preliminary sketches of proposed housing layouts. Purpose of the examination has been to determine the acceptability of the design for NHA loan assistance before the builder began work on the site or registered the plans with local authorities. Although the preliminary acceptance is not an undertaking to insure loans, it is a declaration that loan insurance will not be refused solely by reason of defects of layout. Acceptance of the layout is valid for three years and, if construction on the whole or any part has not commenced by this time, the undeveloped portion of the layout must be submitted again.

Recommendations for project design, resulting from the Corporation's experience gained in dealing with projects totalling hundreds of thousands of building lots, have been published by CMHC in BUILDERS' BULLETIN No. 79, as a guide to prospective NHA builders. Entitled *Notes for the Guidance of Those Seeking Acceptance of Housing Layouts*, the bulletin embodies the main points the Corporation looks for when judging the acceptability of a project layout. Compliance with the recommendations should assist the builder in avoiding most of the common errors in plotting houses and improve his chances of the highest possible loans being insured.

Planning officers of many of the larger municipalities and interested provincial government officials were consulted during the preparation of the guide and it was found that there was considerable agreement with the Corporation on the requirements established.

CMHC points out, however, that as builders and subdividers must fulfil provincial and municipal regulations, the Corporation's requirements are to be regarded as supplementing such regulations. Where local standards are higher, they must, of course, be observed.

The Corporation believes that full use of the recommendations will ensure that development underwritten under the National Housing Act, particularly in new areas where local supervision of layout is not yet fully developed, will be of such a standard that it is not likely to be rendered obsolete by any improvement in local control of subdivision in the first few years of development.

Among the things CMHC looks for in evaluating a layout are whether the proposed housing is located in the direction of urban growth with the assurance that community facilities will arrive in step with new housing, whether sewerage and water supply will be available, and whether an official community plan and zoning by-laws exist which will assure a stable character for the area.

Any roadway capable of a flow of more than 1,000 vehicles an hour is not considered suitable as frontage for houses with normal setbacks and separate entrances. Several better ways are suggested to arrange houses where the project is on a major artery or highway.

Tall high-tension power lines, which must be kept clear of trees and remain accessible to heavy trucks, will be less unsightly if they run along side lines of house lots since side walls of houses seldom contain windows of important rooms. Lots adjoining such lines should have extra width to permit screen planting without reducing the space available for house and garden.

Railroad rights of way used for making up trains or used by trains at irregular hours, especially during the night, reduce the value of land within 500 to 1,000 feet for residential development. Railroads used by not more than five trains a day at regular times may be acceptable if the lots are arranged with rear lines to the railroad and at least 100 feet away.

The notes deal with the dimensions of lots for various types of dwellings and the arrangement of lots to avoid such faults as one man's garden overlooking three or four others; this may expose many homeowners to the untidiness of any one.

There are suggestions about the arrangement of lots on access roads: in efficient layout the lots will tend to group into long runs of frontage taking advantage of the contours, with few houses facing the shorter cross streets. Also covered are the need for pedestrian footpaths and careful road intersection detailing. The bulletin stresses that intersections should meet at 90 degrees, that T-junctions are more desirable from a safety point of view than cross intersections, and so forth.

The layout, if capable of more than 50 houses, should contain a suitable block of land for dedication as a municipal public open space. It should be equal in area to at least five per cent of the total area that could be offered as mortgage security under the National Housing Act. The Corporation may require a letter from a responsible municipal official indicating that he will recommend acceptance of the proposed blocks to the municipal authority, or require the developer to submit an alternative arrangement for the permanent use and maintenance of the required open space. The requirement for open space may be waived where the developer shows that improved public open space adequate to the needs of his development and safely accessible from it is, or will be made, available by the municipality under an official plan of open spaces.

The guide also contains instructions for submitting a sketch layout to CMHC for acceptance and sets out the information, maps, photos and plans of the land that will be required.

The Corporation points out, however, that this preliminary examination of the layout will be of no value to the developer and therefore refused if he has committed himself to the layout either legally or by work on the site and cannot adopt suggestions which would enhance the insurability of his project. In this case the developer should proceed to apply for NHA loans through an approved lender; loan amounts may be less than they might have been or applications may be rejected altogether.

If the information submitted with the layout is incomplete, the submission will be returned for completion, resulting in a delay. In addition, if the Corporation has reason to believe the developer controls land surrounding that for which he has submitted a layout, the submission will be returned to him to show his intentions with respect to his entire holding.

Copies of *Notes for the Guidance of Those Seeking Acceptance of Housing Layouts* are available from any office of the Corporation.

Financial Planning for Capital Works

by J. S. Brown

This address was delivered at the National Planning Conference of the Community Planning Association of Canada in Ottawa, on October 29, 1956

The work of your members, in planning the development of our Canadian Municipalities, is of vital importance to those engaged, as I am, in financing the capital expenditures of those municipalities – and I suppose that the function of my profession, in arranging the supply of much of the monetary lubricant for the machinery of development, is not without significance to community planners.

I have based my remarks today on a personal note, deliberately confining myself to things I have learned from my own observation and experience and to ideas and beliefs which have been formulated from that experience. Therefore, if I use a certain situation as an illustration, it is simply because it happened to come first to my notice: it is quite possible that the idea may have been used elsewhere earlier, or differently, or better, and I would not wish to leave any impression to the contrary.

My connection with municipal financing dates back to 1935. At that time, as the older gentlemen present will recall, we were just beginning to emerge from the Great Depression. Among other unpleasant conditions of that period, a good many municipalities had been forced to default payment on their debentures – partly because of the difficulty of collecting taxes, partly because of the burden of relief payments, and partly because of poor planning, or failure to plan at all.

In some instances, services such as watermains and sidewalks had been installed in great expanses of vacant land, in the expectation that the housing boom of the later twenties would continue indefinitely. In other cases, justifiable expenditures had been financed over a term of years much shorter than the life expectancy of the assets acquired: as a result, the heavy yearly payments to retire the debt proved too great a burden when revenues shrank under depression conditions.

Happily, enlightened municipal administration and more adequate controls at the Provincial level have lessened the possibility of a recurrence of these difficulties. There still remains, however, the very real necessity of sound financial planning for capital works by municipal authorities, for none of us can escape the responsibility of keeping our own houses in order, or afford to ignore the desirability of maintaining the enviable credit standing which most Canadian municipalities now enjoy.

To do this obviously involves long-range capital planning of a careful nature, and I am sure that our larger centres at least give this much consideration. One of the earliest examples I can recall of such a program was prepared by Mr. Eric Bower, for many years Commissioner of Finance of the City of Hamilton. In this he tabulated the present debt of the City, the amounts to be paid off over the next five years, and the new borrowing expected to be required in the same period. I can well remember the favourable reaction of the investment fraternity to this novel departure, which is now standard procedure in any well-run major centre. I hope that I may live to see an expanded application of this practice adopted by smaller communities as well, especially those where the impact of growth necessitates a continuing program of capital borrowing, for I am convinced that any planning which does not take the financial element into full account is, in its very essence, incomplete.

It would perhaps be of some interest to review those aspects of long-range capital budgeting which are of particular interest and importance to the investor, and, therefore, to the investment dealer who underwrites municipal debentures.

One point to which increasing attention has been paid in recent years is the achieving and maintaining of a reasonable balance between residential assessment on the one hand and industrial and commercial assessment on the other. I do not know the feeling of the members of your Association on this particular matter, but the general belief in investment circles is that the industrial and commercial categories should comprise at least 40% of the total, if an unduly heavy burden of taxation on residential taxpayers is to be avoided.

For many years, we have tried to formulate "yardsticks" of the relationship of debt to population, and debt to taxable assessment. Unfortunately, there are so many "variables" in any given situation that these formulae can only be used as rough guides, or perhaps as warning signals. While progress is being made towards equalizing the basis of assessment, there are still wide variations between municipalities in this respect. Similarly, any standard based upon debt per capita must be subject to variation for such factors as the amount and type of industrial assessment, and the average earning power of the residents.

Also, any standards we may have set in the past must now be adjusted to some degree to allow for the decreased purchasing power of the dollar.

There is general agreement that it is assessment which produces taxes, and the relation of debt to assessment is the most important single comparison. Nevertheless, it is generally felt among investment men that when the gross debenture liability of a municipality of moderate size is much in excess of $200 per capita – or 20% of

Mr. J. S. Brown, a graduate of the University of Toronto, joined the municipal finance firm of J. L. Graham & Company Limited in 1935. Mr. Brown is a Director and Treasurer of the Company.

the assessed valuation – it is a signal to take a closer look at the underlying factors. If these do not show some offsetting influence, such as future growth expectancy in population and assessment, the municipality concerned is likely to be rated as lower than the best type of investment risk.

In projecting the capital budget, then, these are considerations to keep in mind. Another is the proportion of the yearly revenues which will be required to meet the fixed charges. This is a yardstick which so far has received more consideration in the United States than in Canada, but it is one which has a good deal of merit. Briefly, it is held that the net debt charges, – interest, and principal, or Sinking Fund payments – to be borne by local taxation in the municipality, should not exceed 20% of the revenue for the year. It is obvious that once a debenture obligation is incurred, the annual payments become fixed, or uncontrollable. Therefore, if we should again be so unfortunate as to experience a period when revenues become much less buoyant than at present, a municipality which has too great a portion of its expenditures in the "uncontrollable" category is in for a most unpleasant time.

To set up and maintain a long-term capital budget in a stable, well-equipped community, having a low growth factor, would be a relatively simple operation, since it would have to concern itself, in regard to future capital borrowing, largely with the replacement or modernization of existing assets. From this aspect, at least, it is unfortunate that few of our Canadian centres are fully-equipped, low-growth municipalities. Where you have to plan for substantial expansion, and the providing of necessary services, for a number of years ahead, it is evident that the capital budget must be flexible, and have sufficient margin for variation in future costs. Nevertheless, I feel it is of the greatest importance that such a plan be set up and maintained; and with close liaison between the Planning and Treasury Departments it can be of great assistance to the Council and policy-directing officials in various ways. Only one of these – but not an unimportant one – would be in the planning of future debenture issues, and endeavouring to ensure that the amounts required to be borrowed can be secured, when needed, on the most favourable terms possible. Market conditions, of course, have their bearing on both the availability of money and the cost of borrowing, and I only wish I could tell you how to forecast these factors a few years in advance. However, I do believe that the municipality with a well-reasoned, sufficiently-flexible capital plan will fare better in any market than one that does not have such a plan.

Assuming specialized advice is sought, or available, in other phases of community planning, (whether it be of an engineering or architectural nature or what have you) the need for such advice in financial matters, particularly with respect to borrowing, should not be overlooked. The Investment Dealer, specializing in municipal financing can be very helpful and quite inexpensive.

Over the past several years there has been an increasing trend for municipalities to appoint an Investment Dealer to handle their financing. This type of arrangement is particularly suited to the requirements of a "growth" municipality, where the character of the municipality is changing, and where the borrowing program is substantial and continued.

There are several advantages to the municipalities in this plan. The advice of experienced investment people is continuously available, and can be of great value in such matters as bringing the debentures to the market at the most advantageous time, and designing the instrument to suit current market conditions. Having the confidence of Council and a sort of "security of employment", the Investment Dealer can, and will, devote more time and money to a long-range effort to interest investors in the borrowing community on a continuing basis. By keeping abreast of developments in the community, and maintaining contacts with officials, he is in a position to present to prospective investors a comprehensive picture of the community, embracing not only the past and present, but also a look into the future. This helps not only to place current debenture issues more satisfactorily, but can also ensure a good reception of future financing.

The arrangement between the borrower and the Investment Dealer usually stipulates that the latter's remuneration is a fixed percentage of the amount borrowed: therefore, the municipality knows exactly what it is paying for the services received. The Investment Dealer, knowing that his efforts are not being wasted, will take an intimate and sincere interest in the community, and can work for a fee which is often less than the profit margin he hopes to secure on competitive business.

Perhaps the best test of the value of this plan to municipalities is their own experience. I know of a number which have operated on this basis for several years: the results have been that these communities have been able to secure their financing as and when needed, and that their credit standing among investors has been enhanced. Thus, the borrowers have benefitted by an improvement in their relative cost of financing.

These results of sound financial planning are not to be minimized in their importance to the community, for they react to the material advantage of the taxpayers at large.

PROCEEDINGS OF THE NINTH REGIONAL CONFERENCE, B.C. DIVISION, CPAC

Available from the Secretary-Treasurer, B.C. Division of CPAC, 1205-736 Granville Street, Vancouver. $1.25.

Trends in Industrial Location and Planning Industrial Areas
The Need for Industrial Sites
Development of Industrial Lands from the Standpoint of the Private Entrepreneur
Modern Trends in Public Transit Planning
Parking Problems in Urban Areas
Airports and Heliports
Arterial Highways in Metropolitan Area
A Mutual Aid System of Planning Organization: Alberta's District Planning Commissions
Possibility for Increasing our Housing Supply under Current Legislation and from the Standpoint of the Investor
Layout of Subdivision
Control of Subdivision

Will Downtown Face Up to Its Future?

by James W. Rouse
James W. Rouse & Co., Baltimore, Maryland

The hope that downtown may have turned the corner in the battle with its problems and that its future looks better than its immediate past is a fervent but not realistic anticipation. I believe that downtown has not yet begun to feel the real impact of the forces working against it; that so far, the battle for downtown has been waged against the *symptoms* not the *sources* of its troubles; that we have not yet come to grips, in most American cities, with the problems besetting the future of downtown.

The fight for downtown has been a panicky, piecemeal defense consisting largely of tricks, gimmicks, and promotion ideas plus a few parking garages and one-way streets. There has been little study of the basic problems and still less in the way of broad development programs designed to make downtown into the strong "heart of the city" which it ought to be.

Downtown's Strength and Weakness

Downtown is closer to more people than any other area in most cities. It has the city's largest labor force in its midst every day. It has the widest range of facilities and services and the broadest presentation of merchandise. If you were starting out to build your city's major business district and (if you) had 200 acres of bare land available at what is now downtown – would you look any further?

The natural advantages of downtown are enormous, but the simple fact is that downtown is obsolete. It is the core of the worn-out inner city. It fails to match up to the capacities or the aspirations of the American people. The products of our creative genius are evident on every hand and nowhere so extensively as on your own shelves. But, so far, we have failed to apply this creative vitality to bringing the cities in which we live up-to-date with our knowledge and our hopes of how to live. Downtown is part and parcel of the central city. Its problems are those of most of the central city. It is ugly, inconvenient, confused, and grim.

The Cycle of Decay

The American people have learned how to live better, work better, shop better than the central city can provide, and they will desert it in increasing numbers as better alternatives are made available to them. This is not guess work. We, as a people, have demonstrated throughout the country how we want to live, to work and to shop.

Fresh, green, open residential communities overwhelm the countryside outside our cities along with neat, attractive industrial plants with lawns and gardens and new office buildings in campus-like settings. And then, of course, there are the shopping centers. When they are well planned, stores face one another across a landscaped garden street; surrounded by convenient parking, weather protected, casual, gay, music in the air, families shopping together – a new and very appealing shopping atmosphere.

And what happens in the central city? Its people move to the suburb. The lower income, in-migrant people are crowded into the houses which others leave behind.

The major portion of this article is reproduced here with the kind permission of the Urban Land Institute. The complete article is to be found in the February, 1957 issue of URBAN LAND.

The Author is a real estate developer and mortgage broker.

The resulting exploitation combined with municipal neglect extends the squalor and confusion. The ring of slums and blight expands. Congestion increases. Downtown's market declines.

The result: Offices move to park-like environments on the edge of the city. Industry finds new plants and department stores build branches in new shopping centers to capture the new markets in the outer area while their volume drops because the old markets left behind cannot sustain the business of the past. This is the cycle of central city decay.

Downtown's problem is this: How to reverse the cycle and make the central city fit for modern living, working, shopping. Programs for more public transit, more parking garages, more dollar days and downtown promotions simply fail to deal with the facts. They are part of a losing battle for they fail to cure the deep seated obsolescence that renders unfit downtown and the inner city which surrounds it.

The Fundamental Sources of Upheaval

Among the many contributing forces which are bringing about the most extensive and violent reorganization of our cities we have ever experienced, three stand out:

(1) *The enormous growth of the cities.* Just when it appeared that our population was levelling off, our country's birth rate took an enormous surge despite contrary predictions of the bio-statisticians. And, most of this growth has been added to the cities. From 1940 to 1950 the population of the United States grew by 19,028,000. More than 15 million or 80 per cent of this growth was in our 168 major metropolitan areas . . .

(2) *The growth in the number of automobiles.* Automobiles have increased in numbers even faster than people and with devastating results in our cities. There has been more than 100 per cent increase in automobiles since 1940 with the great bulk of this increase coming since the war. We have revolutionized the technology of transportation in the past decade and have made the physical structure of our cities obsolete.

The trend continues. It is estimated that over the next 20 years we will double the number of automobiles and that the automobile population will increase at a rate twice as fast as the population of our cities . . .

(3) *Way of life.* This vague and all-embracing phrase is the only one I can find to label properly a chain of phenomena of our times. The enormous growth of our middle income population, together with shorter working hours, has resulted in increasing demand for goods, services and facilities limited in the past to the few . . .

What Downtown Must Do To Solve Its Problems

The problem of downtown is to make itself what it ought to be instead of trying to make people like it as it is. Instead of resisting the revolution in urban living, downtown must become a dynamic part of metropolitan life – redeveloping itself as the useful, convenient, beautiful focal point in a fast growing metropolitan area.

The obvious next question is how to do this. Although conditions will vary widely from city to city – with different problems and different futures – if any downtown is really to face up to its future there are some things it surely must do:

(1) *Find out downtown's function.* Downtown must take a broad look at its metropolitan area, project the 20-to-40 year growth, and determine how that population might best be organized for good living.

Out of that approach downtown will find its real functions. Because we now fail to face these problems broadly, we allow the clutter and confusion of downtown to drive out of the central city many of the uses which most logically should remain and expand there.

If you were planning your metropolitan area from scratch, wouldn't it make sense that those facilities used by all the people should be located in the central city – government buildings, hotels, major recreation centers such as coliseums, stadiums, museums – and yet, how often do you see such facilities being driven to the suburbs to find enough space and a suitable environment?

Baltimore will soon have a new million square foot Social Security Building on the far outlying edge of the city, poorly located with respect to highways and transportation lines and of doubtful convenience to the clerical force which it will employ. Its new State office building is now under construction nine blocks from downtown. Think what these two buildings might have meant as the logical and obvious core to a new central city plan. Miami, I am told, is planning a new civic center on the edge of the city. This would appear to be a fantastic desertion of downtown.

The purpose of such a metropolitan area study should not be to promote downtown but to find its legitimate functions. Uses which can best be accomplished elsewhere should be encouraged to leave to make room for the space and buildings which belong downtown.

(2) *Consider the adjacent area.* Having determined the uses which should be accommodated downtown, consideration must then be given to the vast area around the central business district, which is now largely slums and blight. The Federal government has a vast program for urban renewal aid to assist cities in the rejuvenation of these areas. This can be no limited paint-up, fix-up program – nor on the other hand need it be a wholesale bulldozer operation. Through careful planning, logical neighbourhoods can be created out of these sprawling areas. Highways must be routed around, rather than through them. Worn out buildings and obsolete uses must be removed through spot-surgery use of the condemnation power: sound or salvageable buildings could be saved; many streets should be closed; densities reduced; parks and playgrounds introduced.

These huge areas can be made attractive to middle income families and to upper income families, particularly to our aging population which will find the central city convenience especially appealing.

(3) *Work with the automobile.* Within the framework of this planning, the automobile must be accepted as a fact and not regarded as an unwelcome and unanticipated intruder. It is not enough to create a few boulevards and one-way streets.

Major expressways must be ripped through to the central core and these expressways properly planned to give definition and boundaries to the residential neighbourhoods which good planning would thus create.

Elaborate provision must be made in the central city for the terminal handling of the automobiles. Parking must bear proper relationship to the store and office areas in downtown just as it does in the suburbs. The automobiles must be separated from the pedestrian so that they can move quickly and smoothly without fighting downtown shoppers and workers.

(4) *Plan with appeal.* The plan must be big and bold and defendable. It must appeal to the people as the kind of place they would like to see. It is little plans that are hardest to sell and most difficult to execute.

(5) *Create new powers.* In most cities new powers will be required to carry out the plan. This need not frighten us. We have found it necessary progressively to enlarge the powers of municipal government in order to make our cities fit places in which to live.

Until a few decades ago, we did not recognize any substantial responsibility in city government for controlling the development of our cities. The first zoning law in the United States was in New York in 1916. Most of our zoning laws date from the 20's and 30's. Few of our planning commissions had real power until the 40's. The first redevelopment commission with power to condemn private property for resale to private enterprise for a private use was established in 1945. The power of condemnation by parking authorities has been a development of the past few years.

Once we recognize that the extensive planning and redevelopment of downtown is essential to making the central city a decent place for all our citizens, then we will give to the city government the power to execute a downtown redevelopment program. Without the necessary power unreasonable, uncooperative, or simply disinterested property owners will endlessly frustrate the finest efforts to remake the city into what it ought to be.

(6) *Activate leadership.* The development and execution of a bold and effective downtown plan will require the vigorous and dedicated leadership of merchants, bankers, and the entire business community. It will require a sympathetic attitude in City Hall. It will call for lots of time and money. It will mean substantial sacrifice by some businesses and property owners.

The plan and the program must be firmly based on the awareness that cities are for people. The purpose must be to restore the city to a scale, a pace, a spirit in which a human being feels comfortable.

Downtown's Future

Downtown must be made beautiful as well as convenient. We must give the heart of our city a soul – spaces in which people can drift, relax, smile, contemplate and enjoy the living, working, shopping for which they are there.

Downtown surely has a future – an exciting, glorious rebirth into a joyous and fitting center for our great American cities. That future will be determined by the vision, the vigor, the determination with which we try to make it what it ought to be. Little plans won't do.

Planning Films

Arteries of the City: *Encyclopaedia Britannica Films, 11 minutes, B. & W. (1941)*

This film deals with transportation problems in a modern city: the distribution of residential and business sections, the daily flow of people, traffic systems, and police regulations.

Available: Rental: C.F.I. ($1.50)
Purchase: General Films, Regina, Sask.

A Capital Plan: *National Film Board, 11 minutes, Colour (1949)*

Tourists, diplomats, trade experts, walk in the shadow of the Peace Tower, see the historic Rideau Canal and the swimming and skiing facilities close to Ottawa's centre. But they see also the cluttered buildings, the traffic bottlenecks, the smoke from cross-town tracks. The film shows the 'capital plan' with tracks removed, factories relocated and neighbourhoods redesigned as separate communities.

Available: Rental: C.F.I. ($1.50)

Cities: Why They Grow: *Coronet, 10 minutes, B. & W. (1949)*

The economic factors which give rise to the growth of cities. Departing from the usual statistics and sociological problems which are a result of the city's growth, the film shows that by observing what the workers of the city do, we can find out why the city grew.

Available: Rental: C.F.I. ($1.00)

Farewell Oak Street: *National Film Board, 17 minutes, B. & W. (1953), 16 mm. and 35 mm.*

The story of Toronto's Regent Park Development: what happened to the families who previously lived on dingy, overcrowded, ramshackle Oak Street. A memorable documentary which everyone should see.

Available: Rental: C.F.I. ($2.00)

Freedom of the American Road: *Ford Motor Company, 26 minutes, B. & W.*

The film is based on a publication of the same name by the Ford Motor Company. "A Digest" of the main text has been made available.

This film is based on an action program for promoting highway construction, traffic planning and safe driving. Illustrations are taken from various types and sizes of communities, including rural. The real emphasis is on the importance of adequate and safe highway facilities in relationship to communication, marketing and employment.

Available: Ford Motor Company of Canada, Limited, 120 Bloor Street East, Toronto, Ontario. Attn: Mr. J. E. Thompson, Public Relations Dept.

Houses in the Town: *Crown Film Unit, 20 minutes, B. & W. (1951)*

Based in part on the problems of lay-out and grouping of various forms of housing development as dealt with in the British Housing Manual 1949. Opening sequences show the different kinds of buildings being provided throughout Great Britain, stressing the importance of getting away from the drabness of long streets of similar houses and the grim and barrack-like monotony of closely spaced blocks of flats. Subsequent sequences show how better arrangements are possible.

Available: Rental: C.F.I. ($2.00)

Life Stream of the City: *General Electric Corporation Films, 15 minutes, colour*

Lucid exposition of the problems of swelling traffic in our streets and solutions offered by modern public vehicles.

Available: Loan on application to nearest office of Canadian General Electric, Ltd., for payment of express charges.

Man of Action: *Transfilm, Inc., for Continental Can Company, Inc., sponsor, as part of national campaign for ACTION, 15 minutes, colour, 16 mm.*

Animated film in colour on the citizen's role in neighbourhood improvement and slum elimination.

Available: On loan from ACTION.

New Town: *British Ministry of Information, 14 minutes, colour*

A colour cartoon explaining in lively fashion the purposes of the British New Towns Act of 1946, under which fifteen towns are now being planned and built to relieve the crowding of older cities.

Available: Rental: C.F.I. ($1.50)

Now . . . For Tomorrow: *Pyramid Pictures for Atlanta Chamber of Commerce under guidance of Motion Picture and Area Development Committees, 25 minutes, colour and sound (1955), 16 mm.*

The Metropolitan Planning Commission for Atlanta, Georgia, tells the need for looking at city problems from a metropolitan point of view. Conveys the message that whether or not a city solves its planning problems depends on "You, Mr. Citizen".

Available: Atlanta Chamber of Commerce, Atlanta 3, Georgia (Free except for postage).

Our Changing City: *Sponsorship of the City of Philadelphia, 20 minutes, colour and sound (1955), 16 mm.*

With a hark-back to historical background that adds flavour, this film shows most of the problems that beset modern Philadelphia—dense building, traffic, accommodations for industry—and some of the attempts to start solving them. City planning and urban renewal principles, and the role of public housing in the over-all housing picture, are skilfully emphasized while the film works for the impression of a city going forward.

Available: Housing Co-ordinator of Philadelphia, City Hall, Philadelphia (free except for postage).

Picture Paper: *Verity Films, 19 minutes, B. & W. (1945)*

Public information picture on how the operations of survey, analysis and drafting of planning proposals are studied and dealt with by an illustrated weekly paper. Based on the famous survey of Middlesborough, England. Although the film was made to illustrate the production of a newspaper, the theme is on town planning.

Available: Rental: C.F.I. ($2.00)

Planned Town: *J. Arthur Rank Production, 11 minutes, B. & W.*

Using Welwyn Garden City as an example, the film explains the purpose of town planning. The inconvenient, inefficient, anti-social housing of old industrial towns is shown as a prelude to the unfolding, by means of animated diagram, of the master plan for a city where decent housing would be a major consideration. The actual scenes of Welwyn Garden City show the realization of the plan—properly zoned factory

and housing areas, well laid out streets and open spaces, shopping centres, and so on. By taking thought, a town can be built so that it is fit both to live in and to work in.

Available: Rental: C.F.I. ($1.00)

Road Block: *Caterpillar Tractor Co., U.S.A., 21 minutes, colour*

Stresses citizen participation in the promotion of overhauling our present highway system.

Available: Caterpillar Tractor Co., Peoria, Illinois.

The Baltimore Plan: *Encyclopaedia Britannica Films, 21 minutes, sound, two reels. B. & W. (1953)*

Describes the development of the much-discussed Baltimore Plan of rehabilitating blighted neighbourhoods. The film recounts how a young social worker encouraged slum dwellers, city officials, and newspapers to co-operate in a neighbourhood rehabilitation program. Good to demonstrate effectiveness of co-ordinated efforts of landlords, tenants, and city toward rehabilitation of salvable housing but limitations of program should be stressed.

Available: Rental: E.B.F. ($4.50)

The City: *American Documentary Films, Inc., 33 minutes, B. & W. (1939)*

Shows what made a New England village of the last century pleasant, and how industry and urban growth ruined residential areas and brought slums and disease. It then demonstrates how modern communities may have both efficient industry and humane development. Commentary is by Lewis Mumford, music by Aaron Copland.

Available: Rental: C.F.I. ($4.50)

The Living City: *Encyclopaedia Britannica Films, 24 minutes, B. & W. (1953)*

A dramatic portrayal of the way cities grow and change and how the complications of industrial and residential needs move to a tension point, when action must be taken. Shows no over-all solution but makes clear the importance of awareness and illustrates various methods of attacking problems. With settings in big cities—Chicago, Los Angeles, Philadelphia —the film does not have time in its 24 minutes' length for pictorial attention to the small community but the "translation" to small-city problems is not difficult. Intended for high-school classes, the film has equal adult appeal.

Available: Rental: C.F.I. ($2.50)

This is Henry Street: *Henry Street Settlement House, New York City, 12 minutes, B. & W. (1953)*

This short film was made to show the job a settlement house must do to help overcome the limitations of city slum living. Because most of it is a poignant portrayal of life amid urban blight and because it is unusually well photographed and narrated, it can be a significant visual aid at any group meeting on housing. Also, because it is short, it might well be followed by the showing of local colour slides of slums and what public housing accomplishes in terms of physical surroundings as it replaces slums.

Available: Rental: N.A.H.R.O. (free except for postage).

X Marks the Spot: *Sacramento Citizens' Committee, 15 minutes, sound, B. & W. (1954)*

A Sacramento (California) citizens' committee effort in support of a local redevelopment bond issue, this film tells the story of Sacramento's growth to a point where it needs to apply modern principles of urban redevelopment for continued economic and social health. Good for selling the redevelopment idea in the city of medium size or smaller, and also as a guide for those planning to make similar films.

Available: Rental: N.A.H.R.O. ($5.00 plus postage).

You and Your Neighborhood: *Housing Association of Metropolitan Boston, Inc., 12 minutes, colour (1954)*

A lively "short", done cartoon style, which tells how Joe—the usual common citizen— feels when his neighbourhood has run down and how he rallies his neighbours to start working toward rehabilitating their houses, campaigning for smoke abatement and falling in with the health department's program for standard housing code enforcement. Deals with property owners, rather than renters, but would be useful to stimulate interest in a neighbourhood conservation program. A good job of sound and colour and unusually effective because of its humorous touches.

Available: Rental: Housing Association of Metropolitan Boston, Inc., 14 Somerset St., Boston 8, Mass. ($6.00 a showing or purchased for $120).

Detailed addresses for rental of films referred to above are as follows:

C.F.I.—Canadian Film Institute, 142 Sparks Street, Ottawa, Ontario.

ACTION—American Council to Improve Our Neighborhoods, Box 462, Radio City, New York 20, New York, U.S.A.

E.B.F.—Encyclopaedia Britannica Films, (apply to nearest office or to—1411 Crescent St., Montreal, Quebec).

N.A.H.R.O.—National Association of Housing and Redevelopment Officials, 1313 East 60th St., Chicago 25, Illinois, U.S.A.

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Un Numéro de Québec

Cette Révue, un numéro spécial de 76 pages dont l'avant-propos est de l'honorable Paul Dozois, contient les articles suivants:

A Quebec Issue

This 76 page special issue of the Review, with a foreword by the Honourable Paul Dozois, contains the following articles:

La Croissance Urbaine dans le Québec — Urban Growth in Quebec (*English Summary*)
Villes-Moyennes du Québec: Problème Urgent d'Urbanisme —
Medium-sized Cities of Quebec: an Urgent Planning Problem (*English Summary*)
Le Village du Québec — The Quebec Village
Metropolitan Government and Regional Planning in the Montreal Area — Administration métropolitaine et Aménagement régional dans le District de Montréal (*Sommaire français*)
Planning Problems in Montreal — Problèmes d'Urbanisme à Montréal (*Sommaire français*)
Le Contrôle Architectural à Montréal
Le Cancer Urbain — Urban Cancer (*English Summary*)
Nos Villes Minières: un Echec? — Our Mining Towns: a Failure? (*English Summary*)
Esquisse sur l'Urbanisme Régional au "Royaume du Saguenay" —
Note on Regional Planning in the "Kingdom of the Saguenay" (*English Summary*)
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